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ABSTRACT

Consultations with 100 representative people from the Choctaw and Chitimacha schools and tribes and the Choctaw Agency constitute the basis of this formative evaluation, which is organized in terms of the following evaluation provinces: planning; curriculum; evaluation; special programs; support services; communication; personnel; and dormitories. As summarized, the major recommendations call for: planning conferences; annual priorities; a planning commission; voluntary year round education at Choctaw Central High School; a defense of the pupil-cost unit system; repair of three school plants and facility projections; implementation policy for career education with Federal assistance; individualized instruction; a curriculum committee and guide; a unified phonics reading program; annual teacher-administrator conferences; correlation of math and career education programs; internal evaluations; planning commission consideration of career, continuing, and compulsory education; a testing task force; master teachers in the larger schools and principals in the smaller schools; Head Start extension to every child; integration of Title I programs; elementary level bilingual education; orientation and in-service programs for all teachers; improved food service and parent-teacher communications; hiring on a teacher competency basis; philosophical commitment to the Choctaw Master Plan. (JC)

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RESEARCH AND EVALUATION REPORT SERIES NO. 23

FINAL REPORT: AN EDUCATION EVALUATION
THE CHOCTAW AND CHITIMACHA SCHOOLS



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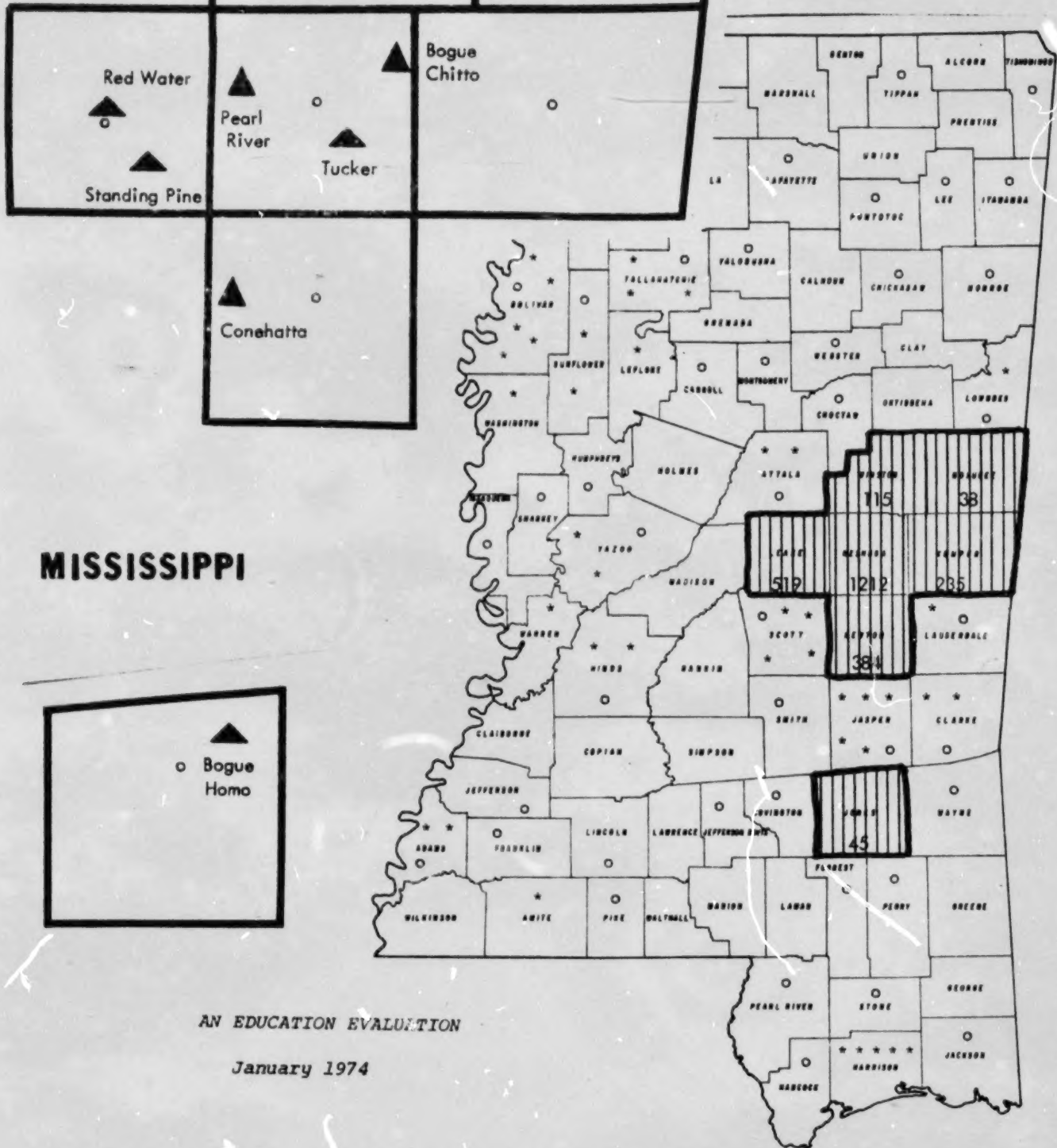
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CHOCTAW



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INTRODUCTION

This evaluation may at first seem to be the work of "outsiders". However, we have come to find that this depends on who you are and, in a sense, where you stand. For example, when this team spoke with the Choctaw Tribal Chairman, Mr. Phillip Martin, we were told that, yes, he was in favor of an evaluation, but that he would have preferred it be done by "outsiders". The Chairman, you see, considered us as "insiders", because we were employed by the Bureau of Indian Affairs. On the other hand the teachers, (those people who are at the very heart of the schooling process) felt, in many cases, that we were definitely "outsiders". Both are correct, for different reasons and about different aspects of the behemoth known as the "evaluators".

The Chairman is right, we are "insiders" in that we know the BIA system, some of us had been "inside" the Choctaw schools before and each of us, in one way or another, have contributed to both success and failure at Choctaw, even from afar. But the evaluation team considers this to be more an asset than a debit. Given the "short fuse" on this project (three months and three days), we greatly appreciated being "insiders" because we had ready access to BIA data, documents, history and personnel. The system is well known to the team and has served us well.

The teachers (students, parents and some others) are also right. We are truly "outsiders" for the most part. Two members of the team had formerly visited some Choctaw schools on one occasion each. The other had never been there. None of us had ever done an evaluation there. Ninety-nine percent of the 350 persons⁽¹⁾ we consulted with were met by us for the first time. We were treated courteously by all of them, but definitely as outsiders. In sum, the team is sufficiently apart from the situation to be objective and sufficiently a part of the situation to be efficiently aware of its process.

All that is fine, but there remains one major problem in all this business of "insiders" and "outsiders". We quote a portion of Seymour Saxson's work on the Culture of the School to bring it to the reader's attention.

"Rare indeed is the individual who does not consider himself expert about some aspect of our schools. There is a surprising degree of similarity in the thinking of the outsider who wants to change the schools and the insider who has a similar goal: both the insider and the outsider show an amazing degree of ignorance about the culture of the school, and (equally as fateful) both seem to have no theory of the change process."⁽²⁾

1) Appendix C, page 1, paragraph 4, A Preliminary Report.

2) Seymour E. Sarason, the Culture of the School and the Problem of Change, (P.2), Allyn and Bacon, 1971.

If we accomplish nothing more by raising this issue, we prefer to believe that this observation puts us on a par with the non-evaluators. Actually, we go further, in typical one-upmanship, to say that this evaluation team does have the edge. We have given quasi-testimonials that we are both "insiders" and "outsiders." In addition to that we do have an opinion about the cultures of the seven schools in question and we have a theory about the change process. As we will state at the closing of this introduction, these opinions and theories may be controversial, but we sincerely enjoy this forum to express them.

With respect to the culture of the schools, much of this evaluation team's viewpoint about the Choctaw and Chitimacha schools is embraced in the concept of "education for survival". In this evaluation we have adopted the ideas of Michael Scriven⁽³⁾ and to a lesser extent those of the S. Cahn⁽⁴⁾ and we call this Cultural Perspective: Schooling as Combat for Survival. This cultural theory is not so much a premise for our recommendations as it is a unifying thread throughout our observations.

Survival is, for Native Americans, the ultimate intended end of education. It is so for everyone, but moreso for Indian students because they stand a much greater chance of not surviving in the North American society than do non-Indians. There are a number of factors included in this theory, among which are linguistic, racial, health, geographic, economic and moral considerations. We refer to these as such in the body of the evaluation, almost always in the context of Education as a fight for survival.

To further understand the survival concept in these schools as we see it, let us compare this syndrome at Choctaw to its larger counterpart in the world, existentialism. According to Norman Cousins, "What ties most existentialists together is (the) feeling of helplessness -- helplessness to shape the collective destiny, helplessness to preside over erratic and painful events, helplessness in recognizing and facing up to anguishing choices."⁽⁵⁾ We contrast this cultural phenomenon with the logical positivism of John Dewey and the Pragmatism of William James, which form the foundations of education in America, and we conclude a combat for survival theory of education. For us it clarifies many of the issues raised in this project. It highlights many of the specific differences between schooling in these Mississippi-Louisiana institutions and education elsewhere.

We are dealing with questions of controversy in this report. In so far as our constraints allow us, we have tried to substantiate our opinion

3) P.166 Curriculum & the Cultural Revolution (Purpel-Belanger), McCutchan 1973, Berkeley, California.

4) Ch.1 Education as War in Our Brother's Keeper, S. Cahn, Ed.

5) Life Without Helplessness, Norman Cousins, P.4, Saturday Review World, December 4, 1973.

in these controversial matters. But we are only human. We maintain the right to be wrong. However, at this writing, the advice we give to the client herein is distinctly our opinion of how we would address the same questions if we were in his shoes. In the "tradition of respectful argument,"⁽⁶⁾ we intend to open doors that may have remained shut and in no case to terminate a dialogue already in process. According to an eminent attorney in the Southwest, Dr. James Shannon, "One mark of an educated man is his ability to differ without becoming angry, sarcastic or discourteous. Such a man recognizes that in contingent matters there will always be a place for legitimate difference of opinion."⁽⁶⁾ We trust we have abided by this counsel. Although we have tried never "to play God" in these remarks, we have steadfastly held to our studied opinions in defense of the beneficiaries, the Choctaw and Chitimacha students.

One of our first reactions to this assignment was to ask "whether anyone was really sincere in considering our evaluation recommendations." In answer to our question we quote Dr. Shannon's remarks further to conclude this introduction. "(The educated man) is neither angered nor shocked by new evidence of public vulgarity or blindness. He is rather prepared to see in these expected human weaknesses compelling reason for more compassion, better rhetoric, stronger evidence on his part. He seeks always to persuade and seldom to denounce."⁽⁶⁾ May this effort be a beginning of persuasiveness and, in no way a denunciation.

Robert J. Rebert, L.L.D.
Paul L. Sward, M. A.
David C. Young, M. A.

6) James Shannon, University of New Mexico Law School, A Memo, 1973.

I - BACKGROUND

Buffeted first by the Spanish, then the French, followed by the English and finally the fledgling American Nation, the Choctaw people were able to survive these cultural collisions through their ability to adapt themselves to different circumstances and still retain their identity as a people.

The Choctaws were very much aware that to survive as a people they had to enter into alliances with the U. S. Government. One such alliance was the 1805 Treaty of Mt. Dexter in which the tribe "quit claimed" its title to 4.1 million acres of land to satisfy a \$46,000 debt and to gain a \$3,000 permanent annuity. Reasoning that only through education could they compete with the intruders, tribal leaders earmarked the \$3,000 annuity for the support of mission schools. Succeeding treaty benefits were used to educate selected youths enrolled at the Choctaw Academy, a school opened in 1825 at Blue Springs, Kentucky. By 1830, eighty-nine boys attended the academy; 260 others were registered in eleven mission schools in the tribal domain. This was one way for the pragmatic Choctaws to investigate as well as emulate the white man's way.

The pressures of history as generated by a dominant society have scattered the bands of Choctaws, but the Mississippi band of Choctaws still stay close to their source, Nanih Waiya. Historically to the present the strands of Choctaw education have been woven on the administrative warp of public school and BIA design.

Peripherally, the Chitimachas came under the jurisdiction of the Choctaw Agency. As you look back in history, in the 18th Century the Chitimachas' territory consisted of all the land between Opelousas, Louisiana on the west to the Mississippi River on the east; from Baton Rouge to the north to the Gulf of Mexico; with over 2000 warriors. Swanton wrote, "the Chitimachas were a peaceful nation, unless molested; and molested they were, Europeans and Spanish came to their New World, causing many a conflict with the Indians; The White man's greed for riches resulted in the downfall of the Chitimacha nation. Most of the Indian's land has been divested by one way or the other.

Today, the Chitimacha Indians only have approximately 283 acres of land left, with some 275 members residing on or near the reservation. However, the tribal roll consists of some 500 members. Many having to leave their native home in order to obtain an education and secure employment and homes for their families. These members are still on the tribal roll and are entitled to their rights as members of the tribe.

Our education evaluation involves the seven schools with headquarters in Philadelphia, Mississippi. The schools serve a total population of

4100 Choctaws covering 18,000 acres; and 500 Chitimachas with 283 acres.
The schools are as follows:

SCHOOL	GRADES	NO. OF TEACHERS	NO. OF CLASSROOMS	ENROLLMENT
		INCL. PRINCIPAL		
Choctaw Central	K-12	37 PFT - 6 TFT	36	732 (671.9 ADM)
Conehatta Boarding	K- 8	8 PFT - 3 TFT	9 - 1 Trailer	204 (191.7 ADM)
Bogue Chitto Brdg.	K- 7	9 PFT - 3 TFT	9 - 1 Con.Apt. 1 Trailer	196 (178.9 ADM)
Tucker Day School	K- 3	2 PFT - 3 TFT	2 - 2 Make Shift	67 (54. ADM)
Standing Pine D.S.	K- 3	2 PFT - 1 TFT (1 Vac.-Prin)	3 - 1 Trailer	79 (76. ADM)
Red Water D. S.	K- 3	4 PFT - 1 TFT	6	113 (104.8 ADM)
Chitimacha D. S.	K- 8	3 PFT - 1 TFT	3	58 (57.3 ADM)
TOTALS:		65 PFT -18 TFT	68 - 6	1449 (1338.6 ADM)

PFT - Professional Full Time
TFT - Temporary Full Time
ADM - Average Daily Membership

II - THE EVALUATION DESIGN

For a full understanding of the manner in which we approached this task, it is necessary to refer to our "Evaluation Design," given in full in Appendix B. To summarize, we have attempted an INFORMATION-BASED EVALUATION along the lines of the model designed by A. J. Stenner.⁽¹⁾ This meant that we began by consulting with a hundred representative people in the seven schools, the Choctaw Agency, the Choctaw and Chitimacha tribes to elicit from them the major concerns in their system of education. We took these concerns, translated them to educational questions and organized our approach into the 360° model described in Appendix B.^(1A) Several choices were made by this team in settling on that model. First we decided that in this way we were being most responsive to the request for this evaluation.⁽²⁾ A "formative" rather than a "summative" evaluation was to be done. For complete treatment of this distinction we refer the reader to the works by Bloom and Popham.⁽³⁾ For our purposes it meant that we would try to insert our chosen "thermometers" and "probes" into the on-going process of education at these seven schools without ever asking them to "come into the infirmary" nor to "climb up on the bench" to be worked on. We trust that, in no case, have we stalled the operations during our interventions in the schools to serve our evaluation purposes. We have been very conscious throughout of our self-imposed, Shakespearean caution that, "Striving to do better, 'oft we mar what's well."

Secondly, we have chosen to write an integral rather than a piece-meal evaluation to show the relationships between one problem and another. Therefore, we designed the "360°" model to address the domains of this study in such a way that they relate one with another. To describe our intentions of integration further we direct the reader to our reference about the six "Blind Men and the Elephant," a Hindu fable, in Chapter XII of Appendix C, The Preliminary Report. We have seen the WHOLE elephant!

Thirdly, we have set out to be clinical rather than statistical in our design and in our analyses. Statistics naturally play a role in our instrumentation and data handling. But wherever possible we show that statistics are often fallible due to limited samples, scope of tests and possible misinterpretation. We have bent over backwards at times to avoid these pitfalls, often settling for the more humanistic approach of confidence in human nature to improve, given the appropriate motivation. Our style is definitely more that of the educational clinician than that of the pure researcher. Statistics, comparisons and co-relations serve as

1) Information-Based Evaluation, Design Procedure, A.J. Stenner; I.D.E.A., 1972, Arlington, Virginia 22209.

1A) Appendix B, The Evaluation Design, especially pp. 5-8 and Appendix 4 of the same report.

2) Appendix A, Project Description, Background P.2 & 1

3) Bloom, Hastings, Modaus - Handbook on Formative and Summative Evaluation of Student Learning. 1971, McGraw-Hill; Popham, W.J., An Evaluation Guide Book, 1971, C.O.E. Los Angeles, California (Box 24095).

tools to help us proceed further towards the alternative solutions to problems. Data processing and related technologies are greatly appreciated by us in those instances in which they have served this evaluation. But they will continue to serve us toward the end product of a formative evaluation such as this in a way not dissimilar from the technology which allowed man to set foot on the moon. To carry that analogy a bit further, the most significant thing in the lunar voyage was not even that men set foot on the moon, but that, through the technology, they set eye on the earth. Therefore we consider the contribution we make to these schools as one of clinical perspective. Through our eyes, from our perspective, the education leaders at Choctaw and Chitimacha have a view of their schools like the wet, blue ball described by astronauts to be the earth.

Fourthly, we chose to do everything in our power to be service-oriented rather than self-serving in any way. Two aspects of this distinction which warrant mention are the "IBE Conferences" and the data bank. The Information-Based Evaluation Conferences gave a complexion to this evaluation which we value highly. It expresses the needs of the people who are inside the educational enterprises in these seven schools, not ours. The data bank to which we refer is the total collection of data, the analyses we have made of it and the various documents, tapes and charts shared with us in completing this task. We are delivering all this to the client to be used in future internal and external evaluation. There is a wealth of information in this collection. It should be in the hands of the primary users of educational information at the Choctaw and Chitimacha schools.

Finally, we have attempted to be responsive rather than evasive, especially with respect to the original request for this evaluation. We believe we held to the original tri-partite focus of a review of resources, the quality of education and school board decision-making outlined for us at the outset. There have been occasions when one force or another has tempted us to deviate from the original intentions of this project. We believe we have resisted. It would have been very easy to slip into a full-scale technical assistance role in regard to one or more problem area which we discovered. It would have been possible to rationalize research projects within the broad scope of this study. And finally it would have been simpler to close our eyes to both good and bad at times when such would have been more to the liking of one person or another. And yet, we believe we have managed to remain responsive to all of the original intent.

This report should be judged as a formative, integral, clinical, service-oriented and responsive evaluation. Its raison-d'etre is to help others to help themselves.

4) Appendix C, Preliminary Project Description, P. 2, para. 1.

FUTURE FOCUS:

The first province which we address in this evaluation is that arc in the 360° model entitled "Planning". This is the area we call educational forethought. Even though we anxiously await Alvin Toffler's new book on Education and Future Shock,⁽¹⁾ we can justifiably refer to his oracle statement of 1970.⁽²⁾ "The craggy outlines of the new society are emerging from the mists of tomorrow. Yet even as we speed closer, evidence mounts that one of our most critical sub-systems, education is dangerously malfunctioning." And to paraphrase his thesis, education must shift into the future tense or fall victim to the maelstrom (of future shock) as a declining industry.

We have positioned "Planning" in first place because our 100 information sources in the schools have prioritized it so.⁽³⁾ The greatest weight was assigned by them to the educational domains of philosophies, goal priorities and a master plan. Although they were given less weight in their preferred emphasis, four other domains are considered here because they are related to "Planning". They are school board policies, budget comparisons, school facilities and the length of the school year.

If Toffler is correct, (and we think he is), education finds itself in a transitional period. The critical need for planning at a time like this might be likened to the problems of highway safety. Although we are not experts in road safety, we assume that far more auto accidents occur on the curves than on the straightaway. Without planning, foresight and caution while negotiating a curve, tragedy is far more likely than on the less-troubled course of the open road.

The schools we are evaluating must see themselves as participants in this transition, riders approaching a hairpin curve, in desperate need of forethought.

COMPATIBLE PHILOSOPHIES:

We have received and reviewed written statements of educational philosophy from each of the seven schools and of the Choctaw Board of Education. We have found them seriously lacking. We suggest that the superintendent initiate a planning conference to revise these philosophies. He should give the ground rules for adopting compatible philosophies of schooling, allow debate as to individual differences and bring about a consensus. Continuous revision should be made of these to meet the needs of the times and the beneficiaries.

1) Learning For Tomorrow, Alvin Toffler, 1973.

2) Future Shock, A. Toffler, Random House, 1970, P.353.

3) Appendix B, Evaluation Design, pages 6 ss, Information Domains and Provinces.

Only one of the stated philosophies (that of the Board of Education) says anything about keeping students in education. This is one example of what this evaluation team thinks of as a concept essential to the philosophy of "education for survival." More is said about this particular subject in Chapter 3, but we point it out as a glaring absence in all these philosophies, due in great part to the fact that they are not periodically revised.

Our CQ⁽⁴⁾ results indicate that only 40 percent of the respondents believe "the Choctaw (and Chitimacha) schools are based on a sound philosophy." That group is composed mainly of administrators, teachers and school board members. That is, the establishment is satisfied with the status quo in contrast to the constituency (parents, students and tribal officials) who are not.

Some of the philosophies evidence an awareness of current research and findings in education. Most do not. This too would be remedied by a periodic conference for the revision of goals and philosophies. We suggested this be done at least every two years.

Therefore, we have referred here to the need for agreement on philosophies and goals together with a suggest process for arriving at a common set of ranked goals.

PRIORITIES:

In keeping with the observations we have made concerning philosophy and goals, we add another dimension to our focus on planning by posing the following question. What system can be designed to insure that all revenues will be expended in accordance with the stated priorities? Here we add the new dimension of finances, attempting to fuse it with program planning. It stands to reason that all the best plans in the world are of no value unless they are put to use in the expenditure of funds.

There is a strong stand on the part of tribal officials and teachers which says that money is not wisely spent in this system of schools.⁽⁵⁾ Anytime we find an overall response on the CQ which approaches the 50 percent mark, we should consider it a red flag. Agreement on the above point reaches as high as 75 percent in one group (tribal officials) and 67 percent in another (Tribal education program specialists).

Understandably enough, there is a corresponding high agreement among all respondents (47 percent) to claim "an obvious shortage of funds to operate an effective school program at Choctaw."⁽⁶⁾ But it is the considered opinion of this evaluation team that the "shortage" is no excuse for low

4) CQ - Comprehensive Questionnaire

5) CQ, Domain 3, question #3. Appendices D and E.

6) CQ, Domain 3, question #14, Appendices D and E.

quality of education, inefficiency or lack of planning. As a matter of fact, some economists have defined planning as the "organization of shortages." Budget and program planning, matching priorities with expenditures is even more necessary in times of financial stress. We cannot foresee a time for these schools when rising costs cease and allotments greatly increase. It is in this light that we make the following recommendation.

The tribe and the Agency should meet to assign their annual priorities well ahead of the budget cycle's down curve (eg. January) in order to plan expenditures during the ensuing fiscal year. Unless this is accomplished yearly, every drop in efficiency and quality will be attributed to poor planning. Only when planning and budget are fused can the real reasons for failure be discovered in education. They seldom are purely economical. One example of this phenomenon is in a mid-western state in which over one-half of the college students are enrolled in the community colleges. These institutions operate at a high rate of efficiency and achievement while they receive only 13 percent of that state's budget for higher education.

We will comment at length later in this chapter on comparative BIA budgets and the equality of funding. But suffice it to say that, even if these seven schools receive an inequitable piece of the total federal pie, their efficiency and cost-effectiveness can be increased a hundred fold by appropriate budget and program planning.

We have indicated that this recommendation must be carried out as a joint effort of the tribe and the agency. This is essential since our data indicates numerous mis-matches between the two in their expressions of felt needs, ranked priorities and program preferences.⁽⁷⁾ One alternative made for accomplishing this recommended action is to let the school board speak for the tribe in this planning. The Chairman indicates this is his intention and we saw evidence of sufficient strength in that body to do it well.

MASTER PLAN

This section follows quite naturally from the two previous domains, philosophy and priorities. At first glance it may seem repetitive, but it is our opinion that everyday planning, even annual planning are not sufficient. This evaluation team considers a "master plan" for education to be the logical conclusion in answer to a large number of the concerns expressed in the IBE Conferences at Choctaw. The Comprehensive Questionnaire, which was answered by a representative sample of the participants in Choctaw education, gave a more resounding agreement on this point than on any other.⁽⁸⁾ The consensus was on this that it is not true that "there

7) cf. CQ, Questions 3,9,12,14,16,23,46,49; Appendices D and E.

8) CQ, Domain #5, Question #4, Appendices D and E.

must "be a good "Master Plan" for Choctaw education because everything seems to run smoothly."⁽⁹⁾ Although the evaluators made no special effort to campaign for a "Master Plan," a surprising number of respondents seemed quite naturally to comprehend its meaning. Our assumption is that this is a common frame of reference today, common parlance in this era of "future shock."

By it we simply mean planning which includes not only the element necessary to meet the needs of people today and this year, but also for the future. A Master Plan would project the needs which will have to be fulfilled between now and 1983. Long-range planning should be done at least for a decade. Our assumption is that this system of planning will fix many of the determinations to be made in the annual and monthly planning.

We therefore respectfully recommend that the Choctaw and Chitimacha schools organize a planning commission to provide for the future needs of their populace in the form of a "master plan."

We humbly admit plagiarism in borrowing this term from urban development specialists. But this shouldn't be surprising. Educators borrowed "accountability" from financiers, "quality control" from industry and a host of evaluation tags like "feed back" from electronics! "Master Plan" for educators in fact, is not unlike the purpose for which the urban developers use it. It must be comprehensive in that it includes all the facets of education (facilities, personnel, finance, curriculum, training, support services, etc.) and it must be longitudinal in scope.

There seem to be efforts in this direction in the recent evidence given by Tribal Education program planning to consolidate early childhood programs. But our observation about this is that it is backwards. Experimental programs should not be tried in a vacuum, only to find the inevitable shortcomings of a program several years later. Under a master plan system every major program decision would have to be made within the parameters of that long-range plan. Instead of backing into decisions, the "master plan" would enable the decision-makers to go about their business in an orderly, forward manner.

There are several alternatives available to the client in implementing this recommendation. We surmise that an outside consultant will be of special help at the outset of such an effort. Among those institutions which might be consulted in developing a system of long-range planning are: the Center for the Study of Evaluation,⁽¹⁰⁾ Designing Education for the Future Committee,⁽¹¹⁾ the University Schools of Education in Mississippi and Louisiana,⁽¹²⁾ the Divisions of Planning and Evaluation in the Mississippi State Department of Education and the references made throughout the nation

9) We admit that this statement is not necessarily controvertible and we recommend that future evaluators take note of this variable.

10) Esp. Marvin C. Alkin, CSE, UCLA, California.

11) E. L. Morphet, 1362 Lincoln St., Denver, Colorado 80203

12) Especially Northwestern State University at Natchitoches.

in the publication entitled "State Educational Assessment Programs."⁽¹³⁾ Finally, we think one of the most manageable little models for master planning is one which the State of Virginia shared with us. It is called "Guidelines for Implementing and Relating the Virginia Needs Assessment Study to Standards of Quality and Objectives for Public Schools in Virginia, 1972-74." In spite of its mouthfull title, it is a mere sixteen pages of excellent planning format and concepts.

THE SCHOOL YEAR:

Like the question raised in the above section on philosophies about "how to keep students in school," the question of the school year length is another good application of the planning strategies we have recommended. The question here is: "What is the feasibility of a more effective use of personnel, services and facilities in an extended school year?" Like all the educational domains which we address herein, this question was given to us as an important evaluation concern by a majority of the people. Although they ranked it only twentieth of the thirty-two domains, it has special importance in this section (Planning) because it is a good case in point for planners. It is a question which has remained untouched for many years. It is a question which should periodically be reviewed, regardless of the posture about what the length of the school term might be at a given time.

Two basic instruments were applied in this evaluation for giving insight to this matter. They are (1) a search of current literature and experiments with the year-round school in the United States and (2) a poll of public opinion in the Comprehensive Questionnaire⁽¹⁴⁾.

There were 48 year-round school studies as of 1971. These are reported and described by the National School Public Relations Association as "pilot studies programs" or "feasibility studies."⁽¹⁵⁾ In summary, some administrators and parents are inclined to favor the school facility being used during the summer months as a center for enrichment activities, tutorial and accelerated programs. The advantages this team noted were: increased efficiency, appropriateness in the BIA system of 12-month teacher contracts, flexibility for the community employment force, decreased delinquency, increased instructional breadth and better use of paraprofessionals. The disadvantages we noted are increased costs, a need to coordinate it with non-existent priorities, earlier entry into the job market, difficult adjustment to a new vacation schedule and a disruption of present athletic programs which are seasonal. One of the better resource works on this subject is Year-Round Education by John D. McLain.⁽¹⁶⁾ We recommend this source for serious consideration of the question at Choctaw.

13) Educational Testing Service, Princeton, N.J., 1971, 83 p.p.

14) CO, Domain #20, Questions 80,85,97; Appendices D and E.

15) An Education U.S.A. Special Report, Year-Round School, 1801 N. Moore St., Arlington, Va. 22209, #411-13421.

16) McCutchan Publishing Corp; Berkeley, California, 1973, 299 p.p.

The Comprehensive Questionnaire gave us the following information. Given proper air-conditioning it would not be too warm to conduct school in the summer. There is a great deal of indecision in the community about the advisability of such a move. And finally, there is a strong majority who think students should have the opportunity to finish formal schooling at an earlier age if they want.

There is not sufficient evidence to prove the value of year-round schools from the experimental programs being tried. However, reports indicate improved public relations and a better laboratory for experimentation. These, of course, are secondary effects, if we understand the basic reason for this subject's presence in this evaluation. The question is whether it should be introduced in all or some of the Choctaw schools. We answer positively, but with some conditions.

It is our recommendation that the year-round school be introduced on a volunteer basis, first in Choctaw Central High School. It should be introduced with solid preparation, assessment, communication and evaluation procedures designed beforehand. Another condition we would attach is that all teaching personnel be gainfully employed either in the year-round school experiment or in summer teacher training in keeping with the master planning being followed at any one time.

Admittedly, our primary reasons for the recommendation are better teaching and improved cost effectiveness. Furthermore, it must be clear from this treatment that as an evaluation question, we are less certain of this recommendation than we are of all the others. It should be viewed as appropriate subject matter for school board/agency consideration.

BUDGET COMPARISONS:

Although the planning aspect of finances was placed low on the list of priorities, by the local evaluation team and others,⁽¹⁷⁾ it was one of the three major points made by the principal client in his original request.⁽¹⁸⁾ In defense of the latter we doubt that any serious educational planners would eliminate it from their list of important matters.

We have settled on treating finances, budgets, expenditures and all related subjects under the title of Funding Equality. We have verified that this was the intent of the concern expressed to us in the needs assessment. The question is: "How does Choctaw compare with other (BIA) agencies in gross income and in expenditures for instruction, supportive services and facilities?"

17) 26th of 32 total, Appendix B, p.p.6-7, Evaluation Design.

18) Appendix A, Project Description, P.2, para.1.

We are indebted to our colleague and mentor at the Indian Education Resources Center, Mr. Warren I. Tiffany, for the important contribution he has made to this subject in his paper of October 17, 1973.⁽¹⁹⁾ In concert with recommendations for equalized funding made by the President's Commission, the National Education Finance Project and (most specifically) by the Robert Davis Associates' Study for the BIA, Mr. Tiffany has recommended the Pupil-Cost Unit System. This is in contrast with three other basic systems presently or in the past used by the Bureau of Indian Affairs in allocating funds to schools. We have studied the Tiffany recommendations in detail and concur with them in toto. We know of no better answer to the present question than the adoption of the pupil-cost unit system (plus cost-need funding in special situations.)

The recommendation of this evaluation team is that the client, Director of the Southeast Agencies, prepare a convincing argument in defense of the pupil-cost unit system for the consideration of the Commissioner.

We have hesitated to include this important document⁽²⁰⁾ as an appendix because of its recency and the fact that we are aware that it is already in the hands of the client. The precise comparative data is therefore in his possession. (Very few other recommendations made herein have as widespread intent towards problem solving as this one).

Interestingly enough the majority of respondents to our questionnaire do not consider their schools to be "poor" in the sense that they are provided insufficient funds to do the job well.⁽²¹⁾ This team is cognizant of the quirks in the BIA funding system which gave rise to a critical shortage in Choctaw education at the close of FY 73. We cannot but insist that, given the fulfillment of the "equality funding" recommendation, this problem would have to rest squarely on the shoulders of the Choctaw Agency officials. We believe they are more than equal to that task.

FACILITIES:

A twofold recommendation surfaces from our study of the educational facilities in the seven schools of this evaluation. (1) three school plants, at Standing Pine, Tucker and Chitimacha, need immediate attention for repair to bring those facilities up to an acceptable condition for learning and safety; (2) the Master Plan referred to before must include a projection for needed new facilities, similar to the planning in progress at Chitimacha.

These recommendations are made primarily from on-site visits to these facilities and as a result of this team's comparisons with our standards

19) "Promoting Equality of Educational Opportunity Through Fund Allocation", IERC, Box 1788, Albuquerque, N. M. 87103

20) Ibid.

21) Appendices D and E, Domain #26, Question #63

as educators and our knowledge of other school facilities both on and off the Choctaw and Chitimacha reservations.

Our instrument showed that 80 percent of all people questioned agree that the school buildings are in "good condition", while only 86 percent disagreed.⁽²²⁾ This leads us to believe that, even though the general opinion is that our recommendation is not a critical one, we admit to being more than usually concerned with the safety of the school children. For example, there is, in our opinion a dangerous tendency afoot in all these schools to use mobile homes to satisfy educational space needs. We seriously discourage this. We have reliable testimony to the serious fire hazard in that type of prefabricated construction.

Hopefully these cautions will be taken into account by the recommended master planning commission. Finally, that same body must make note of the logical conclusion to be drawn from the expressed need for local (Mississippi-Louisiana) consultants in all future construction.⁽²³⁾

SCHOOL BOARDS:

The school board at the Choctaw Agency is a very viable and dedicated group. They admitted that they were in no position to assume educational advisory authority until such time as they had the opportunity to learn the governmental regulations outlining the parameters of their function.

With the Tribal Office taking the initiative to acquire Federal titled education funds, the school board will find itself in the role of either arbiter or coordinator between tribal educational thrusts and BIA policy. We hope it will be the latter.

The Board must keep in mind that it is BIA policy for the school administrator to work with school boards and help develop an effective working relationship to assure community participation and responsiveness on the part of the school to community needs, as well as an appreciation on the part of the community of Federal requirement and limitation on the amount of Federal resources available.⁽²⁴⁾

We find that the School Board is representative of the total Choctaw community. They have a very positive attitude about education and, thru their own experience and observation, they are acquiring directional insights into the process of planning and administration of the Choctaw system. Most of the people know who their school board representatives are⁽²⁵⁾ and they like the way they operate.⁽²⁶⁾

22) Appendices D and E, Domain #27, Question #83.

23) Appendices D and E, Domain #27, Question #90.

24) Bureau of Indian Affairs Manual - 62 BIAM, 17.6

25) CQ, Appendices D and E, Domain #29, Question #70.

26) Ibid., Question #92.

Before January 1974 the Choctaw School Board will have made their intentions known to the BIA Central Office as to their plans for contracting. Hopefully they will not attempt to "bite off more than they can chew." We tend to trust they will not.

We make no special recommendation with regard to the school board since it is our sincere hope that the entirety of this evaluation will be supportive and helpful to them in their decision. This has been our intention from the beginning. No doubt this is as close as this team will come to using a crystal ball. We believe that the school board will probably contract some of the education support services at this time and gradually more until 1976 when it will control much of the school operations. If that be the case, we humbly submit that they should take a hard look at these planning evaluations, since they will be the principal education planners for the Choctaw and Chitimacha people.

IV - CURRICULUM

The instructional province of this evaluation appears second in an order of eight. Logically we placed planning in first place because we want to emphasize the fact that without planning all the others will suffer. Curriculum was heavily weighted in the prioritization exercise with the other seven provinces.⁽¹⁾ This is as one might expect it; the curriculum is at the very heart of an educational entity.

In order to expedite the client's review of the final evaluation report, we want to emphasize the position curriculum holds in the 360° evaluation model.

Of the eight education provinces, curriculum is number 2. Of the thirty-two prioritized domains, curriculum concerns are in the top third of the total list of problems. They are as follows: Career education (1); Individualized instruction (4); Continuity of instruction (7); Reading (8); Curriculum guide (10); Coordination of instructions (11); Mathematics (13).

CAREER EDUCATION:

There is every indication that educational options in all BIA schools should be increased. The area of career education must be seriously considered as an integral part of the education process from K-12 so that skills and attitudes, relative to the world of work, reinforce a decision in favor of advanced and/or occupational education.

Statistics concerning employment indicate that the national educational process falls short in adequate occupational counseling. As a result there are human resources who are ill-equipped to compete in the world of work academically and vocationally.

This inadequate approach to education has been generated by our concept that the only good education is an education capped by four years of college. This tends to be snobbish, undemocratic and a revelation of why schools fail so many students. "No student should be counseled to go to college unless his studies will lead to a goal set by that student. It does not have to be a career goal, but it must be one which is personal and relevant to the student, not to his parents or teacher. Our intellectual snobbishness regarding college has damaged many young people and is crippling our educational system."⁽²⁾

1) Appendix B, Evaluation Design, P.6., para.3

2) Vocational Education: Innovations Revolutionize Career Training, National School Public Relations Association, 1971, P.18, para.4.

Results from the evaluation team's questionnaire show that 91.8 percent of the responses indicated that all the Choctaw schools must give greater attention to the business of preparing children for careers in their adult life. However, 88.2 percent of the responses felt that a student should have the chance to choose between an academic, vocational or technical course of study.⁽³⁾

Studies of job opportunities in the coming decade indicate that only about one in five will require a baccalaureate degree or higher educational preparation. Since there are assorted government funds for career education program development, the Choctaw Agency should formulate policy to implement Career Education curriculum.

Once this has been done the present vocational course offerings should include several related occupational areas in one program, rather than designing a different programs for each specific job. The idea of job clusters would vary from one location to another, depending upon the occupations most in-demand in a particular location.

INDIVIDUALIZED INSTRUCTION:

The educational question here is, "Assuming that individualized instruction emphasizes an understanding of each child to determine his own pursuit of knowledge and skills, what alternatives do the Choctaw schools have to choose in adopting it?"⁽⁴⁾

Statement numbers 1, 5 and 10 of the questionnaire relate to the concept of individualized instruction. However, 65.9 percent feel that the slow learners in the Choctaw schools often hold up the rest of the class from accomplishing more because the teachers have to wait on them. 49.4 percent indicate that there are instances where fast learners have the opportunity to go on to further studies when they have accomplished given assignments ahead of the other students. 46.4 percent (the highest percentage figure of 3) do not feel that the students in Choctaw schools are treated as individuals and are not given the time and resources to progress at their own pace in their studies.⁽⁵⁾

Although there are instances where individualized instruction occur, the concept is not looked upon as "modus operandi" throughout the Choctaw Agency.

The national trend in education is toward individualized instruction. Some Choctaw school administrators complain about the excessive number of teachers and yet the student-paraprofessional-teacher ratio is ideal to implement an exemplary program that would serve as a model for individualized instruction throughout the BIA school system.

3) CQ, Appendices D and E, Domain #1, Question 2 and 7.

4) Appendix B, P.15, Evaluation Design

5) CQ, Appendices D and E, Domain #4, Questions 1, 5, 10.

However, the teachers who claim that they operate on the principle of individualization rely heavily on a single text and use the teacher-aide as a service agent to cover the number of students rather than to discern learning differences.

The Agency schools see and recognize the importance of this approach to education. The Agency administration should acquire consultants who would coordinate the training of teachers, aides and the provision of materials, supplies and equipment in the implementation of the individualized approach to instruction.

There is nothing new or magic about Individualized Instruction. Good teachers have always provided for the individual needs of each and every student, and provide this service on an hour-to-hour, day-by-day basis, and do not pay lip service to another "innovative" teaching method to impress their supervisor. It requires extensive planning, organization, foresight and effort to meet the needs of each and every student that enters a teachers' room during the day.

Individualized instruction is an emphasis which has been fathered by a recent and valid interest of educators in the affective domain. "Assessment in the affective domain is relatively new in the field of education. Educators have undertaken the challenge to deal with student and teacher attitudes. There are few instruments commercially available to be used on a large group basis with which changes in attitude can be quantitatively observed and measured."⁽⁶⁾ It is the good effect on the cognitive domain that is made by an improved attitude in students which individualized instruction attempts to accomplish. This evaluation has addressed itself to the task of gathering baseline data in the affective domain for teachers which we hope will be useful to Choctaw and Chitimacha decision-makers. The preliminary findings of that attitudinal study are given in the appendices of this report.⁽⁷⁾ A fuller report will be given the client when the entirety of the data has been received from all the teachers.

We have not probed the area of the affective domain among students except in our Comprehensive Questionnaire. There are valuable, positive indices therein which should be taken into account by the trainers for individualized instruction.⁽⁸⁾

CONTINUITY:

Program and related administration activities are strongly interrelated. Important to the success of any educational endeavor is a coordinated curriculum which meets the needs of population mobility. Knowledge of program and how to project it also lends itself to a form of continuity. Of the seven schools in the Choctaw Agency there is no representative steering committee to assist in a coordinated, continuous growth toward educational

6) Arkansas State Dept. of Educ., 1973, Needs Assessment, Little Rock, Ark. Chapter III - Affective Domain, P.29

7) Appendices F and G, An Attitudinal Study of Teachers.

8) CQ, Appendices D and E, Domain 21, Questions 66, 69, 79, 88 and 98.

goals and objectives. The existing goals and objectives vary from school to school. This in itself roadblocks any effort to coordinate instructional efforts and establish any sense of continuity that would allow for easy student transfer from one school to another.

When you consider that the Titled programs are "overlayed" on the Agency educational program, conflict arises in program projection and administration because of varying philosophies.

All facets must be brought together under a committee to allow for program continuity and program priorities.

This evaluation recommends that a Curriculum Committee be organized and authorized to carry out the mandates selected from this chapter of the evaluation. It would include at least the seven sections of this Curriculum province.

Even though "continuity" was limited in its meaning to refer to harmony in curriculum from one Choctaw school to another, we urge that it be seen in a fuller sense by the curriculum committee. We respectfully suggest that the concept of continuity be broadened to embrace the matter of "continuous education." Jerome Bruner warns that doing one without the other is "unworthy of us as a species."⁽⁹⁾

READING:

Acquiring the reading skill is a concern of all the people we questioned in the IBE conferences. It ranks high (#8) on the list of critical educational concerns in these seven schools. Furthermore one item was inserted in the Comprehensive Questionnaire to verify the critical nature of this problem area. It was stated that "the children in Choctaw schools have a great deal of difficulty in learning to read."⁽¹⁰⁾ Ninety percent of the teachers agreed. To the limited extent to which we can cull valuable information from the standardized tests administered, we can further state that the reading problem is indeed critical. Another index of the existence of a serious problem is the fact that 300 of the 1300⁽¹¹⁾ students in the seven schools are enrolled in the Title I Programs in Dyslexia Correction or Remedial Reading. Add to this general definition of the problem the national concern about "why Johnny can't Read," and we know we are faced with a major problem area in these schools.

On the following page is a graph to show the general agreement about both the existence of the problem and with one part of the recommendation we make.⁽¹²⁾ With respect to the latter, we see no solution short of re-training for teachers.

9) "Continuity of Learning," J. Bruner in Sat. Review of Educ, 3/1973.

10) CQ, Appendices D and E, Domain #8, Question 15

11) The Average Daily Membership for the 7 Schools is 1338.6

12) CQ, Appendices D and E, Domain #8, Questions 15 and 21.

AGREE

DISAGREE

MASTER LIST - % of all responses

DOMAINS

No 15 - The children in Indian schools have a great deal of difficulty in learning to read.
 No 21 - Reading specialists should work with every elementary teacher (K-6) to simplify the reading program.

100
90
80
70
60
50
40
30
20
10
0

15

21

15

21

QUESTIONNAIRE NUMBERS

-22-

Especially acute in the reading process is the language interference factor. We attempted to apply an instrument in this evaluation to plot the language profile⁽¹³⁾ in the Choctaw and Chitimacha communities. This gives a more precise description of Native and English language dominance than we have from the bilingual information from the comprehensive questionnaire.⁽¹⁴⁾ Our first attempt at using this instrument with the fourth grade teachers failed, but we still think it is very necessary. Our assessment of the language profile of the Choctaw children is from two main sources, the CQ and our structured interviews on the subject. For further study of this issue we refer the reader to a close scrutiny of the responses to Statements #53 and #59 on the CQ.⁽¹⁵⁾ A resounding percentage of all respondents agree that "students have a problem when they first come to school because they don't understand English well." But there is serious variance in opinions about the solution to this problem! Administrators, parents and teachers are very undecided, perplexed perhaps; while the students, school board and tribal officials highly recommend a bilingual program.

The problem and the solution are much more complex than that. This evaluation does recommend bilingual education to the Choctaw schools, as will be seen in Chapter VI (Special Programs). But the perplexity of parents, administrators and teachers is justified on this point. The reading problem is directly related to the oral language problem. A child who has difficulty speaking English will have even more difficulty learning to read English.

Our recommendation concerning the reading problem is closely related to our recommendation about bilingual education. But it is more than that because of this one conviction. Unless and until every classroom teacher is a good reading teacher, there will continue to be a critical reading problem in these seven schools. It is in this light that we recommend that a unified phonics reading program be introduced to all the teachers, one which is based on dialogue and a simplified formula for decoding.⁽¹⁶⁾ Intensive in-service training will be necessary, but is well within the reach of all these teachers no later than the summer of 1974. It is inexpensive, involves no new materials like programmed readers and has proven to be very effective in schools similar to those in question here.

CURRICULUM GUIDE:

A Curriculum Guide does exist for the Choctaw Agency, but is cumbersome and out of date.

13) Steeplechase Oral Language Instrument-E. Tennant, Southwest Research Associates, Albuquerque, N. M., 1973.

14) CQ, Appendices D and E, Domain #15, Questions 31,33,44,51,53 & 59.

15) Appendix E, Domain #15.

16) cf. Formula Phonics, Integrative Learning Systems, Glendale, Calif.

In the various schools visited in the Agency, there was no indication that a curriculum guide was in existence, being used, or even being considered for program projection.

As a result, implementation of curriculum is haphazard. Curriculum material is minimal, there are no professional magazine of quality to inspire curriculum planning advancement.

Teachers relatively new to the Agency bring with them the latest techniques learned from their last encounter with teacher training. When the request for information relative to curriculum guidelines, there appeared to be a very disinterested response.

An Agency curriculum committee must be formed that will produce a quality curriculum guide. Curriculum is and should be the basis for budget projection and justification. Information gleaned from the questionnaire would indicate that curriculum is definitely not at the hub of budget projection.

COORDINATION:

An essential part of our review and evaluation has been an observation of the interaction between instruction and administration. It is our opinion that either or both of them could be ideally efficient and still fail to produce good results if they weren't coordinated.

The educational question we drafted for this aspect of the evaluation was the rather lengthy question posed in the evaluation design⁽¹⁷⁾ Our summary comments on the five parts of the question will be given first, followed by a comprehensive recommendation for improved coordination.

- (1) The division of labor is unequal, due to varying talents and motivation of instructors, but could be improved by better supervision.
- (2) The coordination between communities is lacking and should be a responsibility shouldered by the School Board.
- (3) The responsiveness of agency management is good except for the handling of purchases.
- (4) Communications between the schools and the tribe is good at Choctaw Central and Chitimacha, and lacking at the other five schools due largely to the distances.

17) Appendix B, Page 22.

- (5) School calendars and schedules prove to be satisfactory but should be revised if certain ones of the recommendations in this report are adopted. (eg. the year-round school.)

We recommend that an annual conference be held for instructors and administrators to air their differences and to agree on their strategies. The major purposes would therefore be information and sensitivity. The conference should be chaired by a designated person(s) familiar with group process. The agenda for the conference should be well-defined and disseminated beforehand after representative members of both instruction and administration have met with the chair-person to decide on the topics for discussion and decision.

There must be some semblance of a Master Plan and program overview if there is to be knowledgeable program coordination.

Unrelated program decisions seem to dominate the educational scene in Choctaw. An effort at program coordination comes after a sum of money is received with attached Governmental restrictions. This results in program overlay rather than program coordination.

The Follow-Thru Program, the Head Start Program and the Physical Education Program at Central are all indicative of whimsical program overlay. Problems resulting from these programs are based on lack of coordination among Agency and Tribal administrator, individual school administrators, teachers and aides.

A needs assessment must be coordinated between Tribal government and Agency administrators. If either authority acquires funds without mutual understanding and consent then these problems will continue.

To acquire Federal funds just for the purpose of acquisition is folly and has no lasting program impact. Funds and programs must be used to bolster that which is good and experiment with programs that project education into the future.

MATHEMATICS:

The final curriculum consideration in this evaluation is this one which asked whether these seven schools are having the same problems with Math which the rest of the nation is experiencing. The answer is yes, the "new math" has not produced the results it was designed to give. In some cases students seem to have done better under previous approaches.

Although one mathematics specialist on the national scene told us there is no such thing as "new math", we can only insist that, if that be

the case nationally, the teachers in the schools being evaluated here are struggling with poor results in system they refer to as "new math".

Mathematical concepts may be difficult to master, but there is little difference between "new" and "old" math, the concepts are there, the methods and techniques employed by the teacher to teach these concepts vary. It is the teachers' responsibility to become innovative and creative to find ways to help students solve any "hang-ups" they may encounter during the transition period between the "new" and the "old" versions.

We recommend that the math curriculum be related to the career education programs. It is the opinion of specialists in that field that business math, industrial math, domestic math and the like are meaningful ways to approach the problem. By way of conjecture we propose that two matters should be attended to by curriculum planners, introduction of the metric system and the use of calculating-computer machinery.

Curriculum has meant a system of study designed like the "race track" from which it derived its name. One must be careful not to apply the original analogy too closely. Of course, students are not horses, there are no cheering spectators to watch their progress and students invest more than a quarter of their lives in it, while racers compete for a mile and a quarter. The curriculum of studies must change to meet the ever-changing demands of students and their times. "Revision" is the umbrella of our recommendations. The more comfortable system is always the "tried and true." In the matter of curriculum, they're often more "tried" than "true."

V - EVALUATION

Naturally our reference to this subject carries with it the deep convictions of this team about the meaning and importance of evaluation. Our definition of evaluation is, "the process of clarifying a set of information needs, and collecting, analyzing and reporting information to alleviate those needs." (1) This has been the context in which the present work has been framed. It is the same concept we are offering to the decisionmakers in these schools as helpful and necessary for them on a continuing basis. A constant reappraisal of educational approaches and policies is indispensable if rational decisions are to be made between the conflicting alternatives available. Without this continuous process of evaluation, administrators and instructors cannot make even the ad hoc, on-the-spot choices which confront them daily in an age of "Future Shock."

INTERNAL EVALUATION:

The first education question formulated by this investigation was: "What system of internal evaluation should be applied in the Choctaw schools?" In response to this we make note of our findings on how internal evaluation is carried out now, give some cautions about it and finally we give our recommendation.

The internal evaluation should be organized in such a way that external evaluations (like this one) should be an extension and an audit of the continuous, internal evaluations. In most school systems in the Bureau of Indian Affairs, this is a growing trend. It should be such that any competent outside evaluator could come in and complete the external audit at low cost and with minimal intervention.

The cautions we offer are our own, but they are born of immediate experience with the Choctaw and Chitimacha schools. Again, like the majority of United States education institutions (that we know of), they have their evaluation suit on backwards. They begin with a highly quantified approach to academic achievement (testing) and proceed to a check on decisionmaking at the instructional and administrative levels from that. We think the evaluation should be the reverse. An information-based address of issues should form the foundation of educational evaluation, the quantified, objective-based and "hard" checks should serve to substantiate the outcome of it. The political "soft" considerations of issues must be weighted far more than has been the practice at Choctaw and United States schools generally.

Another caution is an extension of the first. Every effort must be made to avoid wheel-spinning or, as Charters and Jones describe it, "the evalu-

1) Information-Based Evaluation, A. J. Stenner, *ibid.*

ation of non-events." (2) They indicate four levels of relatively "soft" variables which can make or break an internal (and an external) evaluation. They are institutional commitment, structural context, role performance and student perspective; to which we would add another, community worry. The latter would indicate, again, the major issues which deeply concern the people in a given community about the effects of their school.

We recommend that the Choctaw School Board and the BIA Agency design and employ their internal evaluation as an extension of the present attempt, making modifications and adding new foci as their needs demand.

Before briefly commenting on "drop-outs" and the testing aspects of evaluation, we quote Dr. Stenner at length due to the appropriateness of his words to the above recommendation on institutionalizing evaluation.

"Some comment is in order relative to the design, installation, and operation of evaluation in an educational bureaucracy. Educational evaluation is an operating, decisionmaking tool, not an exercise in arithmetic. The immediate significance of this point is found in the increasing use of evaluation as a key element in the decisionmaking process. This "innovation" is inevitably viewed as a threat to the existing traditional, manipulatable organizational arrangements. To many in the educational bureaucracy, evaluation will be viewed as a disturbing, if not outright threatening, influence. Its promise to provide more valid information for decisionmaking will not guarantee it an open-armed welcome. Unfortunately, there are some who will view more rational decisionmaking as anything but progress. One inevitable benefit of evaluation will be increased efficiency and effectiveness, realized through the identification of redundant as well as ineffective programs and activities. The threat to the existing organization caused by these developments should not be overlooked by those charged with evaluation responsibilities. If the objective of evaluation is to impact the decisionmaking process, ways must be found to build support for evaluation in both its design and installation phases." (3)

ABSENTEEISM AND DROP-OUTS:

Many of our informants were deeply interested in this question. We translate their expressed concerns into the following question. "What is the history of the absentee and drop-out problems at Choctaw, and what are their major causes?" We treat the subject with relative "short shrift" due to the findings we have made.

Drop-out and absenteeism is not necessarily a great problem in the Choctaw Agency. Of the 6 elementary schools only one school had 5 students withdrawn by parents. In Choctaw Central 11 appeared on the rolls

2) On the Risk of Appraising Non-Events in Program Evaluation. p. 5, Educational Researcher, November 1973.

3) A. J. Stenner, An Overview of Information-Based Evaluation, p. 13
IDEA, Arlington, Virginia 22209

as AWOL and no follow-up information could be obtained relative to reason on "whereabouts." Eighteen students left because of marriage, fifteen went on home leave and failed to return, and eight accepted employment.^(3A)

Career education along with adequate counseling in the endeavor of individualized instruction can serve as a bulwork against the potential increase of the drop-out rate when tribal employment has been satiated. Here again the communication between BIA and Tribal officials is a crucial factor in Choctaw culture.

The only recommendation we make about students leaving school before completing their formal education is in conjunction with the suggestion we made in the third and fourth chapters of this report on planning and curriculum. We recommend that the masterplanning commission take cognizance of a need to include in their philosophies and policies three subjects: career education, continuation education (for drop-outs) and a posture on compulsory education.⁽⁴⁾

We defer comment on the absenteeism to Chapter 7 (Transportation) since our findings lead us to see the absentee problems as almost entirely due to the bussing problem.

Several ancillary findings give a fuller picture of this part of evaluation as a result of the opinion poll.⁽⁵⁾ Choctaw parents bear the responsibility for children completing their formal education. Significant numbers of all respondents to our questionnaire are convinced that education is survival. The majority, especially parents, insist that children not be "advanced" in school if they miss 30 days of school. Finally, in concert with our impression, the informants believe there is a greater interest today in a good education among the Choctaw and Chitimacha people than there ever has been. We are convinced of it.

TESTING:

The recommendation we make concerning educational testing in these seven schools is that a testing task force be organized to make a comprehensive proposal for testing to the curriculum committee well before the beginning of school year 74-75.

This is an urgent need and, rather than dwell on the dismal state of this matter in these schools, we prefer to emphasize the positive aspects of what can be done. Fortunately such an ad hoc group as we have recommended has an excellent guideline available to them in the monograph entitled "Testing of Native Americans."⁽⁶⁾

3A) Attendance records for school year 72-73.

4) CQ, Appendix E, Domain #12, Question #20.

5) CQ, Appendices D and E, Domain 12, Questions 20, 22, 24, 26, 28, 35 and 39.

6) Bureau of Indian Affairs, Indian Education Resources Center, July 1972, Box 1788, Albuquerque, New Mexico 87103. (complimentary)

Two primary positions were taken in the development of this BIA policy statement on student testing:

- "1. That standardized tests developed on population norms, having as their primary purpose the ranking of students on inferential scales so they may be compared with one another, should be phased out in an orderly but firm manner, except as specified (in this policy), and;
2. That criterion-referenced tests tied to curriculum content and integral with educational and behavioral objectives become the tests of choice."⁽⁷⁾

Finally, we conclude this section by describing a profile of opinion among the beneficiaries and the managers of testing in the Choctaw and Chitimacha communities.

There is no over-testing in these schools. There is an awakening attitude of student rights with regard to testing and a distinctive interest in the policies which might be proposed and adopted by a testing committee such as we have recommended.⁽⁸⁾

We stated in our preliminary report that "the greatest need for evaluation is in the area of teacher evaluation. Competency is central to the thrust which evaluation should take. We insist on (competency) from the students. We must insist on ever-increasing competency from the teachers."⁽⁹⁾

Our enlargement on this matter in that report was warranted, we think, from two sources, a national trend and from our preliminary findings in the attitudinal study we applied.⁽¹⁰⁾ Teacher training is a subject which we address in the next chapter. But our comments on evaluation would be remiss if we were not to record the fact that those training measures will be irrelevant unless they are planned according to known teacher deficiencies. Let it be very clear that, though we are not suggesting performance contracting with teacher appointments, we are definitely saying that it is our opinion that teachers are at the very center of quality control for education. There must never again be a occurrence like the "inspector general" syndrome that we understand existed in times past in the Bureau of Indian Affairs. There must be a system in each school, however, wherein a "master teacher" assists instructors to improve, if students are going to improve. The "master teacher" supervises and observes teachers, counsels them with regard to their instructional strategies, their plans for continued in-service and on-campus training and maintains an open channel of communication with administration and policy-makers generally. We recommend that in the larger schools the teacher supervisor fulfill the role described as master teacher and that, in the smaller schools, this role be filled conscientiously by the principal.

7) *ibid.*

8) *CD, Appendices D and E, Domain #17, Questions 45, 48, 52, 55.*

9) *Appendix C, page 12, paragraph 4.*

10) *Appendices F and G.*

Just as students have many rights which are not properly respected in the system of testing, so too do teachers have rights and responsibilities which would be respected if this recommendation were adopted.

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VI - SPECIAL PROGRAMS

In the sixties the "New Society" emphases did much to enhance U. S. education's move into the arena of experiment, especially for "minority group" children. Special problems were given special attention under the aegis of compensation by a federal government that admitted neglect. Most of this assistance was organized in the National Defense Education Act and its larger, later off-spring, the Elementary and Secondary Education Act. Although many of the problems identified were national problems, in reading and mathematics, they were found to be especially critical among minority groups. Indian children received a share of this on-rush of aide. The seven schools at Choctaw and Chitimacha received some materials and equipment for their schools. Three special programs were born at these schools as result of this movement. One failed, one was eminently successful and holds its own as a continued experiment. They are the "Follow Through", "Head Start" and Title I Compensatory Education Programs. We comment, in due order, on each of them here, together with a recommendation of three new programs. But most importantly we suggest an integrated incorporation of these, to break the log-jam of confusion brought about by a proliferation of special programs.

This evaluation team concurs with the basic intent of the laws which gave rise to these phenomena in the schools. We believe in compensatory measures, in experimental programs and innovative programs to improve schooling by applying the latest educational research to the classroom. What we do take issue with is a national tendency, to throw money on troubled waters, in the anticipation of great benefits for children.

Special funds are needed to attack special problems in the form of special programs. But unless those special programs are integrated with the "regular program" (the one which has been going on for years), then certain chaos will result. This has been the critical factor in the cases of Head Start and Follow Through. One integrated and one did not. It remains to be seen if that factor has been sufficiently insisted upon in Title I programs.

EXISTING SPECIAL PROGRAMS

HEAD START:

This program has been a very beneficial addition to education and child care in every sector of the country in which it has been introduced. Head Start should be extended to every child in these Mississippi and Louisiana communities. However, it should incorporate the recommendations we make below with regard to beginning instruction in the Choctaw language for the six Choctaw communities.

The Mississippi Band of Choctaw Indians are to be commended for their adopted policy of "Alla Chopinta Akosh Ummona," Little Children First! From the evaluators point of vantage, it can be said that the main elements of success in Head Start are parental participation and the "tender age" of its constituent children.

FOLLOW THROUGH:

Interestingly this program was designed to capture the startling success of the Head Start program, follow it through and apply it to the classrooms of early childhood education in the schools (K-3). It is the consensus of this evaluation team that this experiment is a good example of the "money-on-troubled-waters" syndrome we referred to above. It's much more than that, of course. For example, we derive two basic conclusions from our investigation of Follow Through. (1) The Tucson (University of Arizona) Early Education Model seemed quite sound educationally. (2) But politics (i.e. people) didn't give it a chance to survive. The tribe made a sound decision in experimenting with this very valid attempt. But communications, that is, integration with the so-called "regular program" was virtually non-existent, so that it was born a healthy baby in every way except that it couldn't breathe!

Our basic question which we posed for this evaluation was advisedly "what are the best of the Follow Through program aspects and strategies which can be incorporated in the regular program?" We avoid the question of what should be done with the experiment after six years and nearly 2 million dollars in expenditures.⁽¹⁾ There are observable good effects from Follow Through. The open classroom approach to early childhood education is advisable, when it is introduced gradually and harmoniously, as it was in Great Britain.⁽²⁾ Not only at Choctaw, but all over the United States, this innovation was practically "imposed" as a nostrum with expected over-night results.

A national evaluation ⁽³⁾ of all the Follow Through models also points to a considerable "Hawthorne effect" among the parents of the students in these programs. And this is good, should be learned by the educators in the regular program. It seems the Follow Through Program at Choctaw communicated vertically, with the parents, but failed to communicate horizontally, with their colleagues in the middle and upper grades. This latter communication is the "integration" we referred to above.

Early childhood education will continue to be an important focus for the Tribal and Agency administrators. It is quite possible that the recent attempts to coordinate all early childhood programs will be the best application of "Alla Chopinta Akosh Ummona" yet.

- 1) By contrast with the per pupil cost in Head Start of \$790 for 412 children, this year's Follow Through PPC is \$113 for 372 children.
- 2) "Open Education," Saturday Review of Education, P.58, 11/6/73.
- 3) "Interim Evaluation of Follow Through," Stanford Research Institute, Menlo Park, California 94025, Feb. 1973.

TITLE I:

"Title I of the Elementary and Secondary Education Act, the largest Federal aid-to-education program, was passed in 1965 to provide financial assistance to local school districts in planning and operating special programs for educationally deprived children. It is a supplementary program, designed to upgrade the educational opportunities of children from disadvantaged backgrounds, and not a general aid program."⁽⁴⁾

Due to the facts that a comprehensive review of Title I was in process during the months of this evaluation and the low priority of concern about it in the community, we have limited our look at it to a general assessment.

Consistently, these special programs have experienced difficulty in beginning the first days (even months) of school. The responsibility for this seems to be outside the Choctaw Agency.

We were singularly impressed with the Dyslexia Correction Program, in spite of the fact that Dr. Shedd is its initiator and is forced to remain relatively distant from this experiment.⁽⁵⁾

Two cautions are made by this evaluation team which direct themselves to Title I endeavors.

- (1) Title I programs must not (by law) overlay themselves on the regular program, but must integrate themselves with the master plan and philosophy of the school.
- (2) Title I planners and instructors should extricate themselves from an extreme fascination with machinery in the remedial reading programs, relying more heavily on the value of dialogue to produce the desired results in teaching this skill.

Outside the tribally-sponsored Alcohol and Drug Abuse program, there really are no special programs in education. Those programs which were intended by law to be special supplementary and compensatory in nature have tended to supplant the regular program. Even though this difficulty is a "sign of the times" in U. S. education, we believe our suggestions will go far to transform them from the albatross they have become round the necks of the faculty and administration to take their proper role as experimental and supplemental programs.

JOHNSON-O'MALLEY PROGRAMS:

This is a special program in the sense that it is a general aid source from the federal government to public (State) schools which enroll a number of Indian students.

4) BIA Brochure Title I Synopsis 1974, IERC, Albuquerque, N. M.

5) Charles L. Shedd, University of Alabama Medical College

Johnson-O'Malley funding has been utilized at only one location in the State of Mississippi, approximately \$10,000 annually for twenty-five students in two schools in Jones County.

Since the perspective of this evaluation was limited to the educational activities on the two reservations in Mississippi and Louisiana, we make no recommendation in this regard.

Worthy of note, however, is the related subject of quality of education in Choctaw schools versus Mississippi State schools. A striking 52% of all respondents to our questionnaire, and 73% of the studentbody respondents believe "the public (State) school students learn better than the students do in the reservation schools."⁽⁶⁾ Were this a fact, it would be deplorable. We think it hasn't been sufficiently proven⁽⁷⁾ but we suggest a steady dose of "self-image" medicine based on the equality of educational opportunities.

SPECIAL PROGRAMS NOT IN PROGRESS

We have alluded to the proliferation of programs in the chapter on planning. We consider this traffic jam of special programs to be typical of the same malaise suffered in schools all over this country. We comment at length on special programs which are not, but should be included in some Choctaw schools. But we will do so in a way that we hope will disengage the schools from the present confusion.

BILINGUAL EDUCATION:

We recommend that bilingual education be gradually introduced in the six elementary Choctaw schools due to the predominance of the native language as the first language of the majority.

The educational question which this evaluation asks is: "does the language profile of the Choctaw communities indicate a need for bilingual instruction in the early levels, and what are the major parameters of such a program?"⁽⁸⁾ Despite a sometimes unfriendly macro-society, this tribe of Indians has retained its ethnic identity (well over 90 percent are classed as "full-bloods") and native language (roughly 95 percent of the people speak Choctaw in their homes) in the past by purposely not assimilating to any noticeable extent with the other races surrounding them. Throughout most of their recent history, they have lived as an isolated, poverty stricken, rural minority in an area where the dominant population is composed of "Blacks" and "Whites." Out of a total of 912 families in 1971, 772 families received public assistance from either the State or from the Bureau of Indian Affairs.

6) CQ, Appendices D and E, Domain #14, Question #34.

7) cf. the comments on comparative testing in footnote of Chapter V of this report.

8) Appendix B, page 26, Evaluation Design, Domain #15.

There are roughly three dialects of Choctaw spoken in the seven communities today. These are (1) Pearl River, Tucker, Standing Pine and Red Water communities, (2) Bogue Chitto and Bogue Homa communities and (3) the Conehatta community. There are also dialectical variations between the Oklahoma Choctaws and the Mississippi Choctaws. However, a native speaker of the language does not always have insurmountable problems with the dialects. There is also very little printed material in the Choctaw language; thus, approximately 98% of these people are illiterate in their own language.

The Choctaw language has had a written form for over 150 years. The school system developed by the missionaries and supported by the Choctaw Nation before the first removals of the Nineteenth Century used textbooks printed in English and Choctaw. The "public" system begun in neighborhood churches in the 1890's also utilized a bilingual approach. Unfortunately, this practice did not continue when the Bureau of Indian Affairs initiated the present system.⁽⁹⁾

The answer to our educational question is therefore, yes, and this is the recommendation made at the beginning of this section. On the following page is a graph of the responses to the key questions (31, 51, 53 and 59) we posed to the Choctaw community. That assessment led us to conclude (1) that the Indian language should be used in the schools, (2) by doing so no detrimental effect to their normal studies would be experienced by the children, (3) that nearly all Choctaw children have a special problem with the English language when they first enter school, (4) and that most people agree that it would be a good idea for these children to learn to read and write the Choctaw language along with English.

We do not recommend a bilingual program in the Chitimacha school, since the language profile there is dominant in English.

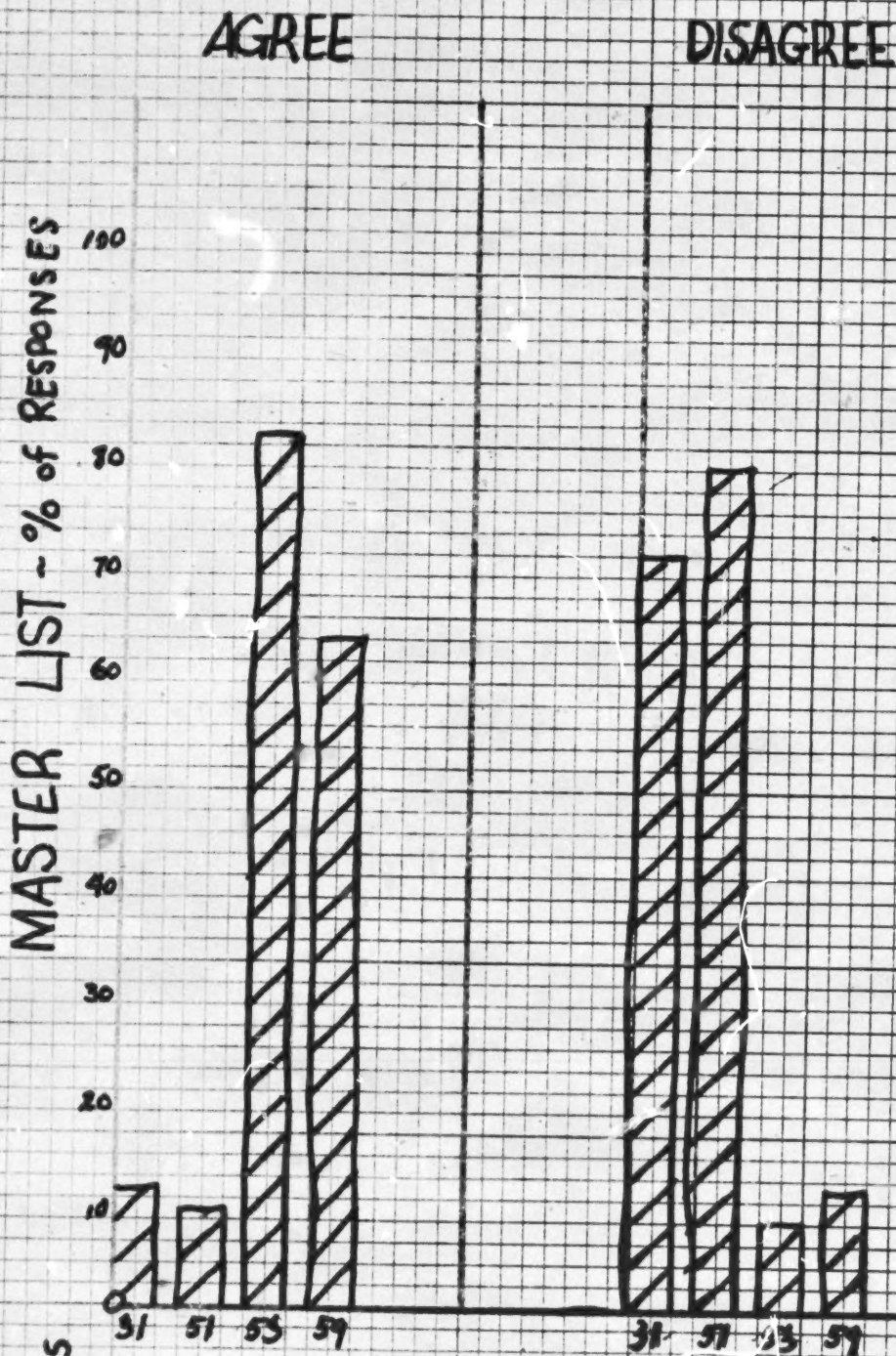
We finish the discussion on bilingual education with these two comments. The Title VII proposal of the Choctaw Tribe is a good one because it lays heavy emphasis on teacher training. Secondly, this special program needs to be introduced gradually and with total integration with the regular program and the community consciousness of its goals and methods.

HEALTH EDUCATION:

Our data gathering and analysis on this subject was limited to the comprehensive questionnaire, interviews with principals and teachers, and observation of classroom activities. The question we attempt to answer is: "What Health Education programs are being offered in (these) schools and how can they be improved and coordinated with Tribe, school, homes and communities?"⁽¹⁰⁾

9) Choctaw Title VII Preliminary Proposal, Feb. 12, 1973, page 1.

10) Appendix B, Design, page 34, Domain #23



DOMAINS
15

QUESTIONNAIRE NUMBERS
INTRODUCTION OF BILINGUAL EDUCATION IN CHINESE SCHOOLS

- 51- THE CHINESE LANGUAGE BELONGS IN THE HOME AND NOT IN THE SCHOOLS
- 52- IF YOU LET CHILDREN SING AND PLAY IN THE CHINESE LANGUAGE, THEY WILL FALL BEHIND IN THEIR STUDIES.
- 53- CHINESE STUDENTS HAVE A PROBLEM WHEN THEY FIRST CAME TO SCHOOL BECAUSE THEY DON'T UNDERSTAND ENGLISH VERY WELL.
- 54- IT WOULD BE A GOOD THING TO TEACH CHINESE CHILDREN TO READ AND WRITE THE CHINESE LANGUAGE ALONG WITH ENGLISH.

In answer to this we find that most health education programs exist outside the schools and are not coordinated with the school curriculum. For example, the Alcohol and Drug Abuse program operated by the Tribe is principally for adult education and totally outside the curricular planning of the schools. Also we found a reticence on the part of teachers, parents and administrators to introduce sex education into the curriculum. Parents, typical of all U. S. parental expectations, think much more is taught about personal hygiene than is actually designed in the curriculum. Finally, safety-consciousness is evidently planned. (11)

In light of the fact that no serious inclusion of health units in the total curriculum has been made, we make the following recommendation.

The curriculum committee should insist that health education units be introduced to the curriculum in all these schools, at every level.

The early childhood programs have customarily addressed the basic health education needs of children at those levels. But this recommendation proposes that the following subjects be presented to students at every level. They are physical fitness, mental health, alcohol, drugs, cardiovascular diseases, cancerous diseases, health as an attitude, hygiene, the sociological aspects of health, health professions and the availability of health services. We think the curriculum committee would do well to review the "SHEES" Health Education for Elementary Schools Curriculum. (12)

TEACHER TRAINING:

This section is an outgrowth of the position on bilingual education. In the Information Based Evaluation conferences this team held with 100 representatives of these schools in eight separate sessions, this question was posed. "Can the teachers learn the Choctaw language and can they be taught to understand the Choctaw culture?" (13) The answer of this evaluation team is no (to the first part) and yes (to the second). We do not believe that the Choctaw language can be learned and in turn taught to the Choctaw children by non-Choctaws. The bilingual program must use first language speakers to teach English and Choctaw.

The teachers can learn a great deal more from the Choctaw people about their ways and culture than they now understand. This is where the emphasis in teacher (beginning) orientation and (in-service) training should be put. A general introduction to the Choctaw language should be included, even continuing classes for non-Choctaw teachers. But the ideal of non-Choctaws learning the Indian language with enough proficiency to teach in it is not feasible.

11) CO, Appendices D and E, Domain 23, Questions 67, 71, 75, 82 and 89.

12) 3M Company, produced by HEW Committee 1971.

13) Appendix B, Evaluation Design, page 36, Domain #25.

As the results of the CQ point out there is near consensus on this that more Choctaw teachers are needed. Secondly, it gives sufficient indication of cultural misunderstandings to warrant special emphasis on Choctaw culture in teacher training sessions.⁽¹⁴⁾

Therefore, we suggest that, during the summer months, special orientation seminars for new teachers and in-service training programs be designed for all teachers to study the Choctaw culture. We believe it would be helpful to hold the latter in 3-5 year-cycles so that a greater depth of coverage can be designed. We also believe it would be helpful to consult some of the orientation content and techniques used in the Navajo Area for this purpose. From the information we have gathered we can identify only curricular and procedural matters as content in teacher orientations at Choctaw, nothing about what it means to be a Choctaw.

14) CQ, Appendices D and E, Domain #25, Questions 56 and 81.

VII - SUPPORT SERVICES

These two categories, "wheels and meals", are treated quite differently. In the former, we feel competent, in the latter we defer to the culinary artists.

TRANSPORTATION:

The evaluation team obtained information to indicate that several obstacles concerning school buses operated by the Bureau of Indian Affairs, within the Choctaw reservation, have presented innumerable problems for a long time. Some of the major problems are: the Agency operates 17 school buses; two of these vehicles are not used on a daily basis, but rather as standbys in case of mechanical failure in any of the other vehicles. The Agency is charged with twenty-five other GSA vehicles under 1740 funds. The evaluation team has considered several approaches to the transportation problem. With all due respect to personnel at the Agency level who require transportation to carry out their duties, we recommend serious consideration as to whether the total number of vehicles could be reduced, thereby reducing the budget requirements in the area of transportation. All GSA vehicles, except the school buses, are repaired at a local garage in Philadelphia, Mississippi. Perhaps a cost-analysis of this contract, compared to one additional employee, who could perform this task would be advisable. Bus drivers may unknowingly damage buses by riding the clutch or accelerating RPM's before shifting gears. Bus drivers are charged with a tremendous responsibility during their normal tour of duty and most of the buses on Choctaw are creaking with age, since some of these buses were purchased in the 1950's.

We are concerned with the safety of children and have reservations as to the dependability of any vehicle that is twenty years old. Even the best man-made machine is only as dependable as the human being that is operating that machine. Bus drivers should be required to pass rigid physical examinations and mental examinations as a part of their job routine every three months. All roads on the Choctaw reservation are maintained by the State of Mississippi. The condition of these roads is a major factor in the longevity of GSA vehicles. Many of these roads remain in the same condition today as they were when the Bureau of Indian Affairs created these roads a number of years ago. Indian people have a right to drive on good road surfaces within their home environment, well-maintained, surfaced and marked. If the surrounding communities, and the city fathers, were exposed to road conditions day after day, as the Choctaw people are expected to tolerate, we wonder how long it would take the citizens of the community to promote actions to alleviate these road conditions.

Transportation of pupils is a major educational cost to many Indian schools. Transportation costs absorbed by the school include daily transportation for day school pupils and the less frequent but possibly more costly transportation costs for the children in boarding schools. Transportation costs in Indian schools are magnified by sparsity in certain areas and by poor road conditions. Other high costs associated with school bus transportation result from the necessity to use small buses; thereby losing the efficiency of volume transportation afforded by the use of large buses.

Allocation standards must be designed to accommodate several criteria which are essential to any educational transportation program;

- (1) The first and most important criteria is that of safety and well-being of students. A financing scheme which fiscally starves the transportation program will tend to create undesirable safety conditions, such as overcrowding of buses, poor maintenance, and employment of low-salaried and unqualified bus drivers.
- (2) A child's education should not be impeded by his inability to be present in school. A full system of transportation should be provided which can transport all children a reasonable distance to and from school.
- (3) One of the most often-mentioned, but characteristically elusive, criterion is that of efficiency. A desirable system of transportation should discourage unnecessarily costly practices which result in higher than necessary costs attendant to bus routing, maintenance, and purchase. Efficiency can be encouraged through appropriate fiscal allocation standards.
- (4) A transportation formula should recognize all legitimate costs associated with transportation. This includes the accommodation of high costs attributable to sparsity or density. Transportation of a few pupils over vast areas is much more costly than transportation in densely populated areas. Certain conditions may require smaller and therefore more costly vehicles.
- (5) The funding standards should be flexible enough to accommodate special problems and needs, such as those associated with transportation of handicapped children. Transportation for these children, for example, requires smaller specially constructed vehicles.
- (6) Methods used in allocating transportation funds should be sufficiently objective to prevent arbitrary control or manipulation.

The state of the art in transportation evaluation suggests three basic alternatives for allocating funds for transportation.⁽¹⁾ The assumed cost method is now utilized by some states and the BIA. Here it is assumed that the bus transportation program actually costs that which is expended on it. Little or no standards are present to guide the area in encouraging it to be more efficient in routing of buses, hiring of personnel, etc. The result of this method of financing may be an increasing inefficiency in expenditure with no appreciable increase in service or safety. The second alternative is the approved cost approach which is used by some states. Such a system required a very specific set of standards which predict the level of expenditure necessary to finance a particular program. For example, the alternative we recommend for reshaping the bus program allocates funds on an efficiency curve calculated with the two determinants of cost per pupil and sparsity. Using each of these determinants as an axis, a smooth curve is charted. The amount of funds predicted by the curve becomes the amount per pupil which is granted to each area for operation of its transportation system. The formula used is $Y = AX^b$, which defines a curve in which Y values are related to some power of the X value. This curve is called a power curve and establishes a line of best fit from a curvilinear relationship. The Y value represents the formula adjusted cost while X represents the density in square miles per transported pupils in each agency. We suggest the use of the agency as the administrative unit because it is small enough in both square miles and numbers of pupils to reveal reasonably accurate data. Also, since there are only eleven areas, the number of agencies involved will give a more precise curvilinear relationship.

The Efficiency-Curve alternative is administratively less complex and, more efficient than other alternatives. It takes costs into account and makes the all important sparsity a primary variable. The nature of Indian schools requires the use of both sparsity and overall program costs as basic standards. Other data necessary for the implementation include total square miles for school served by buses, average daily membership transported, and total annual cost for transportation for each school. The total annual cost of transportation includes all current transportation costs for each agency. The average daily membership of transported pupils transported at BIA expense who live one mile or more from school, with the exception of handicapped children who should be transported regardless of distance. The square miles of area served by transportation should be determined by subtracting the area not served from the total square miles of the agency. The density or sparsity is, of course, calculated by dividing the number of transported pupils in average daily membership by the number of square miles of area served by transportation.

1) Recommended Program Allocation Standards for BIA Schools: Robert Davis Associates, Atlanta, Georgia, 30326; 1972.

The transportation cost graph is determined by using the average cost per day or cost per school year as the ordinate and the sparsity as the abscissa. The cost efficiency curve is plotted from the predicted points of cost and sparsity as expected from a smooth curve. Figure 1 below simulates the general pattern which may be observed from plotting the curve.

The curve when plotted with true data for the Choctaw schools should indicate higher costs for the schools in the more sparsely populated areas. As the density increases the costs per pupil should diminish. Each agency is allotted funds based on its predicted curve value. If, for example, the agency's point is above the line, then it can be assumed that school is not operating as efficiently as the other schools with similar sparsity. The school is therefore allotted only the amount predicted by the curve. On the other hand, if a school's point falls below the line, then it can be assumed that it is extra-efficient, again the amount allotted is the amount which falls on the line. This plan rewards for efficiency and penalizes for inefficiency. The standard of efficiency is established by the actual practice of all agencies. An inflation factor is built into the formula. Each year the curve will naturally respond to inflation by gradually crawling upward; however, the movement of the curve is controlled by that which constitutes average efficient practice among all the agencies.

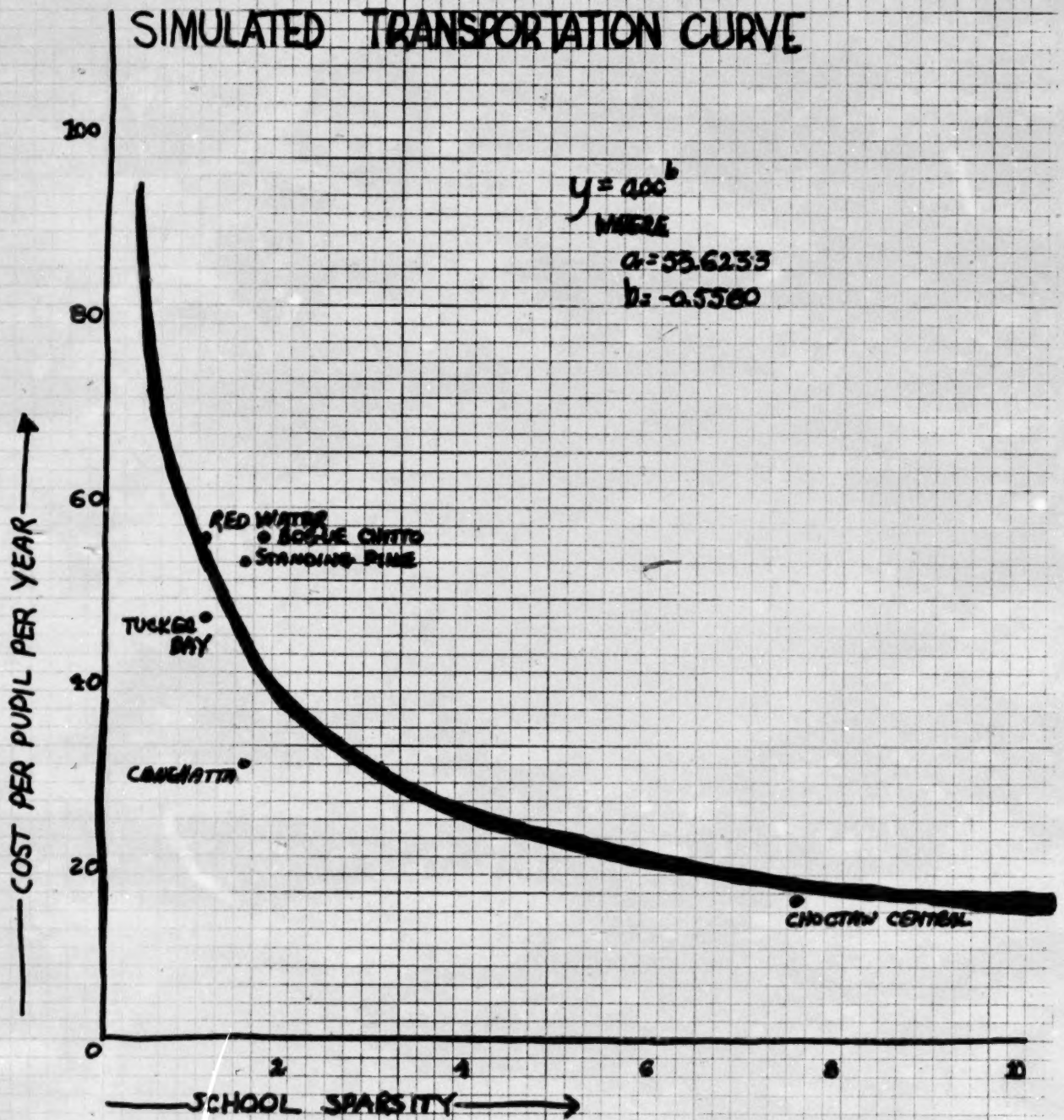
CONCLUSIONS:

- (1) Students on the Chitimacha reservation are transported to school via public school buses. These students are subjected to a variety of remarks from the bus drivers which could imply racial prejudice.

Recommendations: The Chitimacha School Board should meet with the respective school boards of the surrounding communities, discuss this concern and hopefully, reach a mutual understanding to alleviate this problem.

- (2) Conduct a cost/comparison, contracting buses vs. GSA replacement of all school buses.
- (3) Intensified workshop/training session for bus drivers, including do-it-yourself routine maintenance for buses. (ex: Career Education Mech.)
- (4) Arrange conferences with officials of the State of Mississippi concerning improving and maintaining existing roads on the entire reservation.
- (5) Considerable savings in the 1740 budget could be realized by reducing the twenty-five GSA vehicles that are not utilized effectively.

FIG. 1



FOOD SERVICES:

The evaluation team sampled the food served to the student body while visiting Choctaw Central High School on occasion. If, our aim in education is in part to teach students acceptable behavior and manners, as well as, provide them with a balanced diet, it seems to this evaluation team that the atmosphere within the dining area and the quality and quantity of food should have a real impact upon the basic objectives of our educational system. Most dining areas in schools operated by the Bureau of Indian Affairs leave something to be desired when one considers this is a "home-away-from-home" for large numbers of students, consuming large quantities of food. Each student enters the dining area, approximately 540 times during the school year. Whatever the ethnic background, or cultural group, the "home atmosphere" is considerably different than dining halls of the schools operated within the educational system of the Bureau of Indian Affairs schools. Why does the dining area have to be "blase"? Why do students have to eat their food from serving trays? Even in cafeterias throughout the United States, foods are served in individual portions, the dishes are placed upon the table, and the tray is immediately removed. Why do the walls of the dining area have to be devoid of student art work of various kinds, or piped in stereo music? Why do the architects design the dish washing area in proximity to the dining area where those people who are still eating are disturbed by the banging and clanging of trays, silverware, pots, pans, etc? How successful are the menus in relation to the distribution of food supplies from the central warehouse? Could the position ceilings be modified to eliminate student help and provide job opportunities for citizens of the community? Adults serving food may be somewhat more considerate and conscientious concerning serving individual portions than students who are concerned about finishing up their detail as quickly as possible. Do administrator's provide opportunities for food service personnel to attend briefing sessions to learn the latest "state of the art" in methods and techniques of preparing foods in quantity? The team realizes it is an art in itself to prepare foods in quantity and maintain a semblance of "home cooking" and a pride in providing students with their daily dietary requirements. If boarding schools provide a "home-away-from-home" then students should be given the opportunity of consuming their daily food requirements in an atmosphere that would resemble a "home-like" environment.

We realize that, in the case of Food Services, we have merely raised more questions. Our recommendation, therefore, is that the cafeteria staffs answer these questions to their own satisfaction and that of their students.

To this we add a small recommendation. The cooks should publish the menu for all students and teachers to note the meal planning for each day.

VIII - COMMUNICATION

HOME-SCHOOL RELATIONS:

Communication is a well-worn word. It means that people are brought closer together in their purposes because they understand each other from what is said between them. Many times it's what is not said that communicates negatively. Our observations and information search in this area should be of particular use to the teachers.

From information gathered by the questionnaire there is every indication that there is not good communication between home and school. Seventy-six percent of the responses disagreed with the idea that there is a form of positive communication among the population served by the schools. And yet, the students indicated in their questionnaire response that they were comfortable in expressing their feelings to teachers⁽¹⁾

When we consider that the level of academic accomplishment places the majority of the Indian community in the laboring class, there is every indication that there may not be time, understanding or knowledge of how to communicate on the subject of academia.

Teachers may think they are communicating when in reality these activities may take on an air of directing. Educational communication is not an 8 a.m. to 4 p.m. situation. The teaching personnel extricate themselves from the community and on that premise are not seen other than in their professional setting.

We recommend that special efforts be made by the faculties and the school board to bring teachers and parents together in meetings to talk about the ideologies and methods for accomplishing their mutual goals. Among the alternatives to be considered in this matter are: parent-teacher meetings, individual meetings of student counselors and parents, sensitivity sessions for parents and teachers, parent-teacher newsletters, teacher notices to parents (via students) on learning activities, parent-student-teacher forums and special student council meetings with all teachers.

MORALE:

Morale is high or low according to the extent to which people feel good about what they are doing. Our conclusions and recommendations about the morale in these schools as-a-whole are taken from the opinions and attitudes of the persons who shared their feelings with us.

1) CQ, Appendices D and E, Domain #9, Questions 13,18,23,25,27 and 29.

The student morale is high, even exemplary in some of the upper grades. Students are generally happy with what they are doing. They are generally proud to be in a Choctaw or Chitimacha school and they have a desire to improve through education. Parents have a good spirit and a good feeling about the schools. Morale is lower among the teachers and lowest in the ranks of administration. We have not made a judgement about the degree of high and low morale, but only the comparison of four groups.

Indices we have identified for low morale among teachers are these:

- (1) the tendency among many teachers to do only as much as they have to do is due in great part to . . .
- (2) the fact that a high rate of performance is not always recognized and often goes unrewarded.

We recommend that administrators begin immediately to initiate a system of recognition and reward for high competency in teaching performance.

This system will, of course, have to be based on the creation of teaching standards and techniques for recognizing their attainment by observation.

The low morale of administrators is due to a number of factors among which are these:

- (1) Instability in the Bureau of Indian Affairs' central administration.
- (2) Inability to out-live the difficulties which the past years brought to the Choctaw education complex.
- (3) Insecurity in the face of the flexing muscles of the tribal officials in this age of "self-determination."
- (4) Some incompetencies born of all of these.
- (5) And the nature of the "in-breeding" of families in official positions within the administration of the Choctaw Agency.

These phenomena militate against an administration of individuals who feel good about what they are doing. Our special report to the client further delineates the alternatives available in modeling a well-adjusted administration.

IX - PERSONNEL

In this chapter we concern ourselves with two aspects of the most important province of human resources; hiring practices and the adequacy of teaching personnel for accreditation.

The preliminary information we received on these subjects indicated at least some concern in these matters. Our later information pointed out serious problems, especially in the cycle for hiring. Hopefully our suggestions here will be of assistance to the decision-makers.

HIRING PRACTICES:

In the past the Choctaw Agency has had to depend on the Office of Teacher Recruitment (in Albuquerque) for the hiring of instructional staff. Quite apart from any question of the reorganization of that Central Office function, we find this process to have been cumbersome and inefficient. We recommend that the Southeastern agencies follow the trend being set in other BIA areas to recruit and hire the staff for those agencies. This should allow for at least these new advantages: (1) special attention to the particular needs in filling positions due to a regional focus rather than a National scope, (2) a better opportunity to encourage entry into the education professions from the communities in the Southeastern agencies, (3) less bureaucracy and fewer steps for processing the employment actions.

The basic programs in the Agency are serviced by Civil Service personnel. Overlay programs utilize temporary personnel paid for by government titled monies. At the present when a Civil Service position becomes vacant, temporary personnel are put in that position until such time that the hiring practices relating to Indian preference can be negotiated.

The Agency Office feels that they are overstaffed with high income teachers with Civil Service status which tends to disallow or negate creative management with new programs. The agency personnel office would like to replace some of the "near retired" personnel with younger dynamic personalities at the Mississippi State salary schedule which is very much lower than Civil Service scale.

We do not recommend the tendency to lower teacher wages in order to solve the budgetary dilemmas of the Choctaw Agency. It is the opinion of this evaluation team that the wage scales are justified, in spite of the variance between Federal and Mississippi State levels. The solution, in our opinion, is our recommendation that all hiring be done on teacher-competency basis, well defined and understood by candidates, whether Civil Service regulations apply or not. The answer to the question of educational quality is not in the

lowering of present salaries. Quite the contrary is the case. The rewards must be made in relation to the desired outcome. Likewise the standards of performance must match the expected outcome, high quality teaching.

In a special report to the client entitled "the third dimension of this evaluation" we have repeated this recommendation. To paraphrase it: the difference between the job standards and the actual performance of an employee is the critical area of decision-making for keeping or releasing that person.

ADEQUACY OF PERSONNEL:

Here we choose to refer not only to adequacy in terms of qualifications, but also to the numbers of instructional personnel. We found the teachers to have been as well-prepared as we have found in other school systems. This is not to say the members of this team are content with the "products" of the university schools of education. This is not a decision area in which the client usually enters. Thus, we doubt he will be able to have any major impact on that system which tends to mold persons into one shape which they believe to be the "U.S.A. teacher." But it is worth repeating our heavy emphasis on the need for in-service training in the foregoing chapters in light of the complaint we register here.⁽¹⁾

Teachers in the Choctaw schools must meet Mississippi State requirements. Accreditation is therefore not the criterion of adequacy on which we base our recommendation. We recommend that all teaching personnel be interviewed concerning their grasp of and commitment to the philosophies and policies of education in the Choctaw Master Plan.⁽²⁾ Decisions as to their fitness for work in the Choctaw and Chitimacha schools should be made on this ground as well as on the basis of their past experience and paper credentials.

In regard to the adequacy of teachers in numbers sufficient to fill the needs of the schools, we say this. Teacher loads could be more justly distributed in some cases. This is a responsibility of the principals. However, every school will find itself staffed with a few "work horses" capable of much more than others. This should be expected, and rewards should be arranged for these high performers. We have not made one assessment of teacher need on the basis of per-pupil ratios alone. (These are not out of line with national norms.) But we have tried to get an overview of teacher performance in making a recommendation on numbers. We recommend that a teacher should not be asked to be responsible for more students than that teacher can instruct with individualized methods.

1) Chapters III, IV, VI

2) cf. Chapter III

This will mean varying ratios, from one teacher to another. Those strong, talented individuals who can competently perform in the above manner with greater numbers should be advanced in step and grade for it.

This evaluation team has gained strong impressions of the teaching force in these schools. Being educators ourselves, we never cease to admire the dedication and search which we see evidenced in most of these people. We commented earlier that, as a group, the instructional staff in these schools are "up tight", tense, worried and on edge. We believe that much of the reason for this unfortunate situation is due to the factors outlined in this chapter and the previous chapter on communication.

X - DORMITORIES

The special report on the "Out-of-Classroom Activities" has been delayed due to the slowness of responses from the dormitory personnel. We cannot justly fault anyone in that delay. No one knows the pressure which this deadline has imposed more than this evaluation team. We are greatly indebted to the commitment of Mr. Vernon Shook in making this portion of the study for us, and to the efficiency with which he promises to provide the results of that study once the information has been received and analyzed.

We refer the client to the previous findings recorded in our Preliminary Report in Appendix C.⁽¹⁾

1) Preliminary Report, Chapter XI.

XI - RECOMMENDATIONS

We sincerely suggest:

1. That the superintendent initiate a planning conference to revise educational philosophies . . . at least every other year.
2. That the Choctaw tribe and the agency meet to assign their annual priorities well ahead of the budget cycles down curve in order to place priorities for expenditures for the ensuing fiscal year.
3. That the Choctaw school organize a planning commission to provide for the future needs of their populace in the form of a "master plan."
4. That the year-round school be introduced on a volunteer basis at Choctaw Central High School, with solid preparation, assessment, communication and evaluation procedures designed in advance.
5. That the principal client, Director of the Southeastern Agencies, prepare a convincing argument in defense of the pupil-cost unit system for the consideration of the Commissioner.
6. That immediate attention be given to the repair of three school plants and that master planning include a projection for needed new facilities.
7. That the Choctaw School Board give serious consideration to these recommendations, since they will be the principal education planners for the Choctaw people.
8. That the Choctaw Agency formulate policy to implement Career Education curriculum with the assistance of federal funds for this purpose.
9. That these schools recognize the importance of individualized instruction and acquire consultants to coordinate teacher training in it.
10. That a curriculum committee be organized and authorized to carry out the seven areas included in the curriculum province of this evaluation report.
11. That a unified phonics reading program be introduced to all the teachers, one which is based on dialogue and a simplified formula for decoding.
12. That the curriculum committee produce a quality curriculum guide.

13. That an annual conference be held for instructors and administrators to air their differences and to agree on their strategies.
14. That the Mathematics curriculum be related to the career education programs.
15. That the Choctaw School Board and the BIA Agency design and employ their internal evaluation as an extension of the present attempt, making modifications and adding new foci as their needs demand.
16. That the master planning commission take cognizance of a need to include in their philosophies and policies these subjects: career education, continuation education and a posture on compulsory education.
17. That a testing task force be organized to make a comprehensive proposal for testing to the curriculum committee well before the 1974-75 school year.
18. That in the larger schools the teacher-supervisor fulfill the role we describe as master teacher and that, in the smaller schools, this role be filled by the principal.
19. That the Head Start program be extended to every child in these Mississippi and Louisiana communities.
20. That Title I programs integrate with the master plan and philosophy of a school.
21. That bilingual education be gradually introduced in six Choctaw elementary schools due to the predominance of the native language as the first language of the majority.
22. That the curriculum committee should insist that Health Education units be introduced into the curriculum in all schools at all levels.
23. That special orientation seminars for new teachers and in-service training programs be designed for all teachers to study the Choctaw culture.
24. That the bus program be re-shaped and made more efficient by allocating funds on an efficiency curve calculated with the two determinants of cost-per-pupil and sparsity.
25. That food service staffs address the questions raised in this evaluation to their satisfaction and that of the students.

26. That special efforts be made by the faculties and the school board to bring teachers and parents together in meetings to talk about the ideologies and methods for accomplishing their mutual goals.
27. That administrators begin immediately to initiate a system of recognition and reward for high competency in teaching performance.
28. That the Southeastern Agencies follow the trend being set in other BIA areas to recruit and hire the staff for those agencies.
29. That all hiring be done on a teacher-competency basis.
30. That all teaching personnel be interviewed concerning their grasp of and commitment to the philosophies and policies of education in the Choctaw Master Plan.

POSTSCRIPT

The evaluation team of Messrs. Rebert, Sward and Young are grateful to a great number of highly professional men and women who assisted us. Although they are in no way responsible for the precise manner in which we have penned their advice, they are worthy of praise for any merit which may be deemed to have come through over words.

The Local Choctaw Evaluation Committee has been ideally sincere and cooperative from the start of this project.

Our colleagues at the Indian Education Resource Center have been supportive, interested and involved in ways we couldn't have anticipated.

The Indian Affairs Data Center has been most responsive. All the people we talked with and wrote to in the Choctaw and Chitimacha communities have been unswervingly honest and courteous to us.

The teachers of young children in all the schools in this evaluation have renewed our convictions about our chosen profession.

To all of these vital participants we finish this report as we began it, on the same note. We introduced this final report with commentary on the concept of "survival." We finish it with the beautiful but biting words of a poet about "education for survival" and rationale for this evaluation.

Telling lies to the young is wrong.
Proving to them that lies are true is wrong.
Telling them that God's in his heaven
and all's well with the world is wrong.
The young know what you mean. The
young are people.
Tell them the difficulties can't be counted,
and let them see not only what will be
but see with clarity these present times.
Say obstacles exist they must encounter,
sorrow happens, hardship happens.
To hell with it. Who never knew
the price of happiness will not be happy.
Forgive no error you recognize,
it will repeat itself, increase,
and afterwards our pupils
will not forgive in us what we forgave.

Yertushenko